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A REVIEW OF THE  
OPERATIONS AND ORGANIZATION  
OF THE  
RICHMOND PUBLIC WORKS DEPARTMENT

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**Bay Area Social Planning Council**





A REVIEW OF THE  
OPERATIONS AND ORGANIZATION  
OF THE  
RICHMOND PUBLIC WORKS DEPARTMENT


Richmond. Dept. of public  
works

public works Mun. Richmond

A Consultant's Report  
Prepared at the Request of the  
Director of Public Works  
City of Richmond

BAY AREA SOCIAL PLANNING COUNCIL  
364 Fourteenth Street  
Oakland, California 94612  
Telephone: 835-2300

October 31, 1973



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# BAY AREA SOCIAL PLANNING COUNCIL

364 - 14th Street, Oakland, California 94612 • Tel: 835-2300, Area Code 415



October 31, 1973

Mr. Richard Lovejoy  
Director of Public Works  
City Hall  
Richmond, California 94804

Dear Mr. Lovejoy:

In accordance with the terms of our contract, Mr. Harry Rosenberg, a staff member of the Bay Area Social Planning Council, has reviewed the operations and organization of the Richmond Public Works Department. As mutually agreed between you, this report consists of three parts. Part A answers the more significant questions raised by the committee comprised of your division chiefs; Part B makes certain recommendations to you pertaining to the operation and organization of the Richmond Public Works Department; Part C will make a few recommendations to the City Manager largely having to do with reorganization.

Parts A and B are submitted herewith. Part C will be submitted in December 1973.

Staff has been most pleased with the complete cooperation which was received from the Richmond staff. This is especially true of yourself, your secretary and each of your division chiefs.

As you know, the past ten years has been a period of rapid social change, bringing with it a change in municipal goals and a shifting of emphasis. Richmond certainly has been affected by this trend and, indeed, is still in the throes of transition. Some of the recommendations contained in our report reflect this fact, others follow from the conditions which arise when department objectives are unclear or absent. All of the suggestions contained in the report are made in an effort to be constructive.

It has been our pleasure to perform this work. The Bay Area Social Planning Council appreciates very much the opportunity it was given to review the Richmond Public Works Department's operations and organization. We hope that our observations and recommendations will be helpful.

Thank you.

Sincerely,

*Alvin N. Taylor*  
Alvin N. Taylor  
Executive Director

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PART A. ANSWERS TO THE MORE SIGNIFICANT QUESTIONS  
RAISED BY THE COMMITTEE OF DIVISION HEADS

In this section of the report, selected questions (re-stated for clarity in some instances) from the Committee of Division Heads will be presented and our response to the individual questions will follow. During the course of the study, each question was reviewed with the Committee and was discussed at such length as they wished. Only the more significant of these questions will be included in this report.

Question 1. What street work should be done by force account and what by contract?

Answer. This question has been debated by city councils and public works directors for years. Practice certainly differs from city to city. However, practice in a given community probably is a function of many factors. Does the community view the government's role as one which furnishes the routine maintenance and emergency services? Should government compete with private industry for jobs which are large enough to interest contractors? When street work is contracted, does the money stay in the community? Or does the bulk of the money leave the community as happens when contractors from outside the City normally get the jobs and buy the basic materials for the jobs outside the City. They might do this either because they have access to an automated plant (more uniformity of product and more easily worked with) outside the city or circumstances otherwise benefit the contractor or for both reasons.





From the Public Works' Director's point of view, it is important to know, too, whether or not there is sufficient competition for the contract to insure a good bid for the City. Does the City have the capability of engineering the specifications so that they are clear and there is, therefore, reasonable expectation of bids at a fair price? Does the City work force have the competence to do a reliable resurfacing or reconstruction job? Will this work, if done by force account, interfere with routine maintenance or emergency street work? Can it be done in a timely way? Can the force account work be done as well and as cheaply as by private contract? Can force account employees be effectively and economically used at other, appropriate jobs when there are no resurfacing or reconstruction jobs to be done?

If you are convinced that you have the staff and equipment to do the job and you have access to a good local source for materials and past experience persuades you that only two or three contractors consistently bid and, when successful, they tend to get their materials and equipment from outside the City, then it would be advantageous for the City occasionally to do some resurfacing or even reconstruction work under force account. This practice tends to develop a healthy and open competition among contractors. However, the comparative cost (including taxes) and quality of the product when done by force account as against private enterprise is the basic proof of the pudding.



If, after you have carefully incorporated these thoughts into a presentation to Council, the Council says "Nonsense!," cheer up, you at least have a policy guide.

Question 2. Should the responsibility for functional planting be in the Recreation and Parks Department, remain in the Operations Division, Public Works or be contracted?

Answer. The functional planting crew consists of a foreman and four men. They are responsible for watering, weeding, pruning, litter clean-up and mowing. They cover a total area of about 32 acres in 75 different sites.

This crew's assigned workload is reasonable. The quality of their work has not been checked by me. There is no compelling reason for moving this crew from where it is. The rationale that the Operations Division should be responsible both for the condition and the appearance of the City's streets is a sound one. It should result in the personnel of the functional planting crew having pride in the appearance of the streets.

Question 3. Should all concrete work be contracted? If not all, what part?

Answer. All concrete work should be contracted except that which is clearly emergency in nature. At present most concrete work is contracted but, curiously, the sidewalk work caused by tree roots and other relatively more complicated and costly sidewalk repair and replacement work was not. Why retain the more difficult and costly work? It is recommended that all concrete work, other than that noted above, be contracted.





Question 4. Should the sidewalk maintenance program (1911 Act) be in the Operations Division?

Answer. The sidewalk maintenance program is primarily an administrative one since most of the concrete work is contracted. The program involves administration of the contract, inspection, and the handling of permits and complaints. For this reason, it is recommended that the function remain in the Engineering Division.

Question 5. Should the traffic signs and lines function be under the Traffic Engineer?

Under the conditions which prevail in Richmond, it would not be prudent to place the traffic signs and lines crew under the Traffic Engineer. In Richmond, the Traffic Engineer is basically a "staff" engineer. Since this crew works presently out of the corporation yard under the direction of the head of the Operations Division, the problem of supervision of the crew and of coordination with street maintenance operations would be made more complicated if the Traffic Engineer were assigned this responsibility. Equally important, the nature of the crew's work is such that it does not require engineering supervision.

Incidentally, it is suggested that management explore the possibility of using members of this crew during the rainy season to aid the painters so that the crew might have the opportunity to learn the craft and thus have a promotional ladder.





Care should be taken, in such event, to carefully establish the ground rules for such a contemplated arrangement to avoid any valid claims for reclassification.

Question 6. Should there be a centralized City equipment pool?

Answer. There is a growing trend in cities to centralize equipment because it allows for greater use of the equipment and for the elimination of duplicated equipment. All too frequently, cities which have over time acquired more than one corporation yard find that they have expensive duplicated equipment in one or more of the auxiliary yards. In addition to duplication, manpower time and effort are expended in bringing rolling stock or other equipment to the main yard for repair or servicing. Further, much better control and effective use of equipment can be achieved.

There should be only one corporation yard and all equipment (other than fire and police) should be kept there. In the case of Richmond, the main corporation yard is too small and outmoded for this purpose. Before centralization of equipment can be achieved in Richmond, it will be necessary for the City to acquire a larger, more modern service center (corporation yard).

More will be said about this later in the report.

Question 7. Should there be a centralized City vehicle pool?

The City of Richmond presently has 33 vehicles assigned to departments in the Civic Center, exclusive of police and fire, which results in a ratio of almost one car for each three employees



in the Civic Center. Despite this, some employees feel that more pool vehicles are needed. The trouble lies in the fact that a specific number of cars are assigned to each department and in the fact that, despite a reasonably well-drawn set of rules for the use of the vehicles, no one person has the responsibility for seeing that the rules are adhered to.

It is recommended that there be a centralized vehicle pool for non-emergency vehicles and that the responsibility for its operation be assigned to a specific person whose status is such that he or she will be able to control and get the maximum use of this expensive equipment. More will be said about the vehicle fleet in Part B of this report.

Question 8. Should the equipment maintenance function be contracted? If not all, what part?

Answer. Neither part of this question can be answered in the absence of reliable cost accounting figures. The two basic elements needed here are the cost of maintaining equipment and the time it takes to accomplish maintenance. Unfortunately, reliable figures are not available for either factor. The Public Works Director long ago established what was, at that time, an excellent cost accounting system to determine the unit costs of various typical public works activities, including the cost of equipment maintenance, and the time required to do it. Unfortunately, with the passage of time and weakening commitment, the system has lost its integrity and, therefore, its usefulness.





The present cost system, for example, shows that maintenance for the police patrol cars cost as much for overhead as for actual labor. A lack of currently defined cost centers and inaccurate and incomplete input have so adulterated the reliability of the cost information that there is no dependable "dollar and cents" method of determining whether or not the work could be done more economically by contract or whether selected standard maintenance operations - such as tune-ups, brake re-lines, wheel alignments, etc. - could be more effectively accomplished through contract.

What can be said is that there are 13 people involved in maintaining approximately 200 pieces of rolling stock but a value judgment based only on this information might be unfair.

Both the layout and the space available at the corporation yard for equipment maintenance mitigate against efficient operation. It is suggested that an early study of this operation be done by permanent staff.

More will be said about the cost accounting system in Part B of this report.

Question 9. Should the sewer maintenance function be re-assigned to the Operations Division?

Answer. Some cities have placed the sewer maintenance function in the organizational unit responsible for the maintenance of streets, storm drains and sewers. Others have placed the function with the sewage treatment plant. From the point of view of organization, the sewer function can be effectively accomplished in either arrangement.





In Richmond, the sewer maintenance crew does both preventive maintenance and emergency sewer repair. So long as the men in this crew can be used effectively and fully where they are, when not engaged in sewer maintenance, there is no compelling reason for change. If such is not the case, then consideration should be given to the possibility of transferring the crew to Operations so that they can be used to assist in storm drain and street work when there is no sewer maintenance work to be done. A further possible advantage in this arrangement is that more men could be trained in emergency sewer work thus making available a larger roster of men who could work overtime.

Question 10. Should mobile radio lease and maintenance be included in the Equipment Revolving Fund?

Answer. Yes. This practice would provide better control over the function and would provide a more readily obtainable and more accurate record of the cost of the work. The Finance Director has agreed and has indicated his willingness to handle the operation in this manner. At present, leasing and maintenance of mobile radios is handled as a budget item in the Operations Division.

Question 11. Should mobile radio equipment installation and maintenance be a function of the Operations Division?

Answer. If radio installation and maintenance is to be done by the City, then it should be done in the Equipment Maintenance Section of the Operations Division. As a prerequisite to this decision, however, it is more important to determine whether the level of furnished under contract is acceptable. As you know, this work



presently is done under contract. The impression is left that the service is not fully satisfactory. Our own experience is that contract service for this work seldom is adequate. This, together with the fact that charges for the maintenance work amount to approximately \$22,000 annually, strongly suggests that this, too, is an area which City staff should explore to determine whether or not radio maintenance should be done by force account.

The annual salary and fringe benefits for one Radio Technician amounts to about \$18,000. It is estimated that one such technician can maintain from 125 to 150 mobile radios and appurtenant equipment. An additional \$10,000-\$12,000 in instrumentation equipment would be required.

Question 12. Should building inspection services be contracted for? Should the City contract to perform such services for smaller, neighboring cities?

Answer. From the point of view of self-interest, the City should not contract for the services of an outside agency to perform building regulation. It is too sensitive a function. Moreover, interpretation of code provisions vary from community to community and even from inspector to inspector. The Building Regulation chief, himself, probably has difficulty trying to achieve uniformity of interpretation among his own staff. To contract this function could result in severe problems.

Conversely, it might prove advantageous for the City to furnish inspection services to smaller, adjacent cities because the latter sometimes would otherwise have less





expertise or lower standards. In this arrangement, higher inspection standards in adjacent cities would benefit Richmond.

Question 13. Should all City permits and licenses be issued by a central office?

Answer. This is the ideal solution to the problem of permits and licenses. It saves the citizen time, effort and aggravation. It also would simplify the City's problem of handling and accounting for monies received for permits and licenses. It would allow for better coordination of City staff from various departments which are involved in the process of issuing permits which the City requires of a citizen when, for example, he wishes to alter his home. It point of fact, the citizen frequently does not know what permits are required of him in order to accomplish his purpose. This arrangement would avoid the necessity of sending him or her to a series of offices.

The biggest problem involved in the establishment of a Central Permits Office appears to me to be a lack of space in the City Hall. It should be noted that the heart of such an office is the records of the Building Regulations Division so that a Central Permit Office should be placed in close proximity to that function.

Question 14. It has been recommended that the Conservation Section of the Building Regulations Division be placed in Community Development. Should this proposal be implemented?

Answer. It is recommended that the entire Building Regulations Division be transferred to Community Development. The working



relationships of this division are much closer to Community Development than they are to Public Works. To split the Conservation Section from Building Regulations would create problems of considerable magnitude. Coordination between these closely related functions would be made much more difficult because the functions would be under different administrators. Differences in interpretation of Code provisions would be magnified and the problem of establishing uniform standards would become increasingly more difficult. The task of coordinating the very complex activities of Redevelopment, Housing, Zoning and Inspection are such that greater centralized control is indicated, not less.

Question 15. Should Building Regulation remain as a part of Public Works?

Answer. The relationship between these two functions is vague at best and is more apparent than real. There is not compelling reason to keep these functions together.

Question 16. Should Building Regulation be fully supported by revenue derived from fees? If not, what ratio of General Fund money to fees should be maintained?

Answer. The building regulation function should be supported in part by the direct users of the service. To expect that it be fully underwritten by the user would be to overlook two important facts. One is that the entire community benefits from the health and safety standards of building inspection and the other is that the volume of building - hence, the revenue from permits - fluctuates markedly at times so that either the fees would have





to fluctuate markedly or the level of service would become unacceptably fluctuating were fees to fully support the service.

It would be unrealistic to expect to adhere to a fixed ratio of General Fund monies to fees for this function for the reasons mentioned above.

Question 17. Should all contracts for custodial services be centralized and administered by the Building Maintenance Department?

Answer. No. Even if the contract provisions are identical, staff people in the Recreation and Parks Department, for example, would tend to stress program requirements such as promptness, courtesy, willingness to accommodate the needs of staff in setting up for meetings, events, etc., whereas Building Maintenance would tend to stress thoroughness and frequency with which areas were cleaned.

Question 18. Should issuance of permits and inspection of all installations in the public way or between curb lines be handled by one division?

Answer. Yes. The construction inspectors should handle inspection of all installations between curb lines and the division to which they are assigned should issue the related permits. It is believed that this arrangement normally offers the best solution but in view of the fact that the Stege and San Pablo Sanitary Districts place responsibility upon plumbers for work done up to two feet outside the using facility, it is suggested that, in the interest of uniformity, Richmond adopt this practice.



Question 19. Should Traffic Engineering be a separate division or department?

Answer. No. In Richmond, the traffic engineering program is neither big enough nor active enough at the present time to justify either proposal. In fact, being sheltered as it is in the Engineering Division probably helps to reduce the potential friction between the Traffic Engineering function and the Police Department in matters relating to the placement of traffic signs, markings and signals.

Question 20. Should the flexible staffing policy for professional engineers be retained?

Answer. Not in its present form. The present flexible staffing policy permits the Director of Public Works to promote the incumbents of all positions in the classes of Junior Civil and Assistant Civil Engineer to the class of Associate Civil Engineer if those incumbents have the required qualifications. The policy does not involve the question of whether or not Associate Engineer level of work is required. The present policy is, at best, a mixed blessing for the director. Unless he is unusually "hard-nosed" and objective, he will not be able to withstand the pressure which subordinates bring to bear to promote an employee who is well-liked and who has been around for the required period of time - whether or not the employee's ability or responsibility is adequate for the Associate level. It encourages the notion that promotion comes automatically through seniority, not ability. Moreover, this policy tends to eliminate turnover. Some turnover is healthy



because it brings new people and new ideas into the organization periodically.

For these reasons, it is recommended that the policy be changed either to strictly limit the number of such positions that can be filled in this way or that the policy apply only to movement from the Junior to the Assistant level.

Question 21. Should an Administrative Assistant be employed to administer the clerical staff and to assume the Safety and Training function at department level?

Answer. No. The basic responsibility for safety and training should be lodged either in the City Manager's Office or in the Personnel Office. The safety and training functions at department level should be carried, in addition to other duties, by the staff person selected. The departmental responsibility lies primarily with the department head. More will be said about each of these subjects in Part B of this report.

Question 22. Should the clerical staff in the Administrative Office of the department be under one supervisor?

Answer. Except for secretaries to division heads, the clerical staff should be under one supervisor so that responsibility is centralized and the work can be more evenly distributed and more expeditiously accomplished. For purposes of scheduling vacations and "covering" during absences or other emergencies, instructions to the secretaries should be relayed through their respective supervisors.





Question 23. Should the Administrative Office have the responsibility for coordinating budget preparation among the various divisions?

Answer. The Director of Public Works has the responsibility for coordinating budget requests and for building the budget for his department. If he chooses to delegate this authority, that is his prerogative but the responsibility, in any case, remains his.

Question 24. Should the custodial stock supply operation be expanded to a broader City-wide function to include stationery and other materials? Should it be operated by the Finance Department?

Answer. It is suggested that the City should have a Central Stores facility in which a broad range of commodities should be warehoused. It should result in savings to the City through volume purchasing, reduced pilfering and better control. At present, there is no space in the corporation yard for such a facility. Should a new corporation yard or service center be acquired in the future, a central stores facility should be constructed there. More will be said later about the need for replacing the existing corporation yard.

So long as the Finance Director has the primary responsibility for the purchasing function, the central stores responsibility should be his.

Question 25. Should all inspection services provided by the City be centralized?

Answer. The centralization of inspection services in Richmond probably would create more problems than it would solve. The task



of combining fire inspection, sidewalk inspection, construction inspection under a single administrator who would be also responsible for building inspection, conservation, housing and sanitation would be most difficult. While there is a close and continuing relationship between building regulation type inspections and a portion of the fire marshal's office, the latter has other serious responsibilities for which he needs manpower. If the intent were to assign one inspector from Fire Prevention to a centralized inspection office, perhaps this would be feasible administratively, if not politically. With respect to the construction inspection duties, one would wonder whether the kind of coordination which would be needed among the public utilities, the Public Works Department and the centralized inspection office could be achieved. One could also anticipate continuing problems between the Fire Chief and the head of such central inspection services.





## PART B. RECOMMENDATIONS

This section presents some recommendations for change in existing practices, organization and staffing which are believed to be worth including in our relatively brief study of the Public Works operation and organization. In some instances, it is believed that further exploration and action by appropriate departmental authority is indicated. In other instances, further exploration and possible action by the City Manager or others would be required.

The following recommendations are made within the context of the Richmond environment. In another place, under differing conditions, our recommendations might have been different.

It is recommended that:

1. The Richmond Public Works Department should become more involved in and more responsive to the needs of the community.

While the effects of social change upon most of the major departments of the City of Richmond are so apparent as to require no comment, the Public Works Department shows little or no sign of change. Because the department has to do primarily with physical things does not imply that it should be un-influenced or un-involved in social change. The department's uninvolvedness has led to a lack of goals and programs, and a feeling of insecurity on the part of staff.

In order to lead the department back into the mainstream of governmental activity, it is recommended that, with the approval of the appropriate administrative and policy-making bodies:



- a. selected staff of the department consistently attend meetings of boards and commissions to whom their input would be most valuable.
- b. selected staff of the department frequently attend meetings of representative community groups whether initiated by staff or the community to discuss problems relating to community goals and direction, and the related need for public facilities, transportation, etc.
- c. a physical planner be assigned to the Public Works Department to stimulate and encourage advance planning for public work, transportation, public inter-agency and inter-jurisdictional etc. plans. If such planning were shared with and guided by representative community groups, the community and the department would benefit.

This recommendation was developed jointly with the director and his staff members.

2. To the extent feasible, future Public Works budgets should be based upon carefully developed work programs.

For the past several years, the department has not prepared and submitted a work program as a basis for its annual budget allocation so that, in effect, over this period of time a fixed amount of money has been allocated to Public Works annually with the implication that the department was to accomplish as much as it could within that amount of money. The danger in this approach is that in the absence of carefully planned and supported annual objectives (or multi-year objectives), departmental purposes, objectives and direction are weakened or absent. The consciously





felt need to accomplish stated objectives is missing as, in large part, is the basis for holding the department accountable for specific accomplishments within budget constraints.

3. The cost reporting system in the Public Works Department should be reviewed.

As indicated in Part A, Question 8, the Public Works cost accounting system has not been doing its job. The primary problem is that there is a lack of commitment on the part of the department to maintain the integrity of the system. Without that, it is worse than no system because it misleads.

It is recommended that the cost system be re-established in accordance with currently good practice, that cost centers be re-defined to the extent necessary, that the Public Works Director be made responsible for its integrity.

There is capability within City staff to accomplish a modern, effective cost reporting system.

4. The Administrative Aide to the Assistant City Engineer, Operations should be re-assigned to Public Works Administration.

Among other duties, the Administrative Aide is responsible for maintaining the cost reporting records in the Operations Division and, at present, reports to the Assistant City Engineer, Operations Division. In order to give his position more "clout" and to emphasize the importance of accurate, objective cost reporting, it is recommended that he report to the Office Engineer who, in effect, is the assistant to the Public Works Director. This action would stress the importance of proper cost reporting and would indicate the active interest of the Director. The primary work location of the Administrative Aide would continue to be in the Operations Division.



5. The actual operating cost-per-mile of the City's passenger vehicles should be reduced.

As nearly as can be determined from cost reporting records, it is costing the City .13 per mile to operate the patrol fleet and .11 per mile to operate the rest of the vehicle fleet. However, the cost of amortizing or "depreciating" the vehicles is not included in the reported costs. When it is included, the operating cost-per-mile increases, on the average, about .04 so that the true cost to the City is approximately .17 per mile for patrol vehicles and .15 per mile for the rest of the fleet.

It is suggested that appropriate regular staff of the City explore further the cost of passenger vehicle operation and maintenance at an early date, including a comparative cost study of relatively standardized jobs such as motor tune-up, brake reline, oil and lube when done by force account as against contract.

6. Responsibility for the strict enforcement of the equipment preventive maintenance program policy should rest with the Assistant City Engineer, Operations.

There were 71 city-owned vehicles (exclusive of patrol cars and those assigned to the Fire Department) as of July 1973. Mileage on these vehicles was as follows:

10 vehicles had mileage of less than 10,000 miles  
21 vehicles had mileage of less than 20,000 miles  
14 vehicles had mileage of less than 30,000 miles  
17 vehicles had mileage of less than 40,000 miles  
7 vehicles had mileage of less than 50,000 miles  
2 vehicles had mileage of more than 50,000 miles



In terms of miles driven, this fleet is in good shape and, in view of its relatively low mileage, the primary function of the Equipment Maintenance with respect to these vehicles should be an active preventive maintenance program. The basic preventive maintenance policy is a reasonable one and would result in effective maintenance. Unfortunately, the whole program relies on the using departments to have the vehicles serviced when that service is due. This is not accomplished as regularly as it should be. When maintenance or service is due for a vehicle, that vehicle should be removed from service and be given the required maintenance. Responsibility for proper and reasonably economical maintenance should rest with the Assistant City Engineer, Operations. The Equipment Maintenance Shop is staffed well enough to afford to assign to one or more of its personnel the responsibility for checking the mileage of and condition of the vehicles at regular intervals. When maintenance on a vehicle is indicated, that vehicle should be removed from service and promptly given the required maintenance. This is advisable both for reasons of economy and safety. Richmond experiences an average of about 103 vehicular accidents annually. Proper and timely maintenance will serve to protect the City's liability in the event of accidents.

7. The City Hall car pool should be placed under the supervision of one person and the total number of pool cars should be reduced from 33 to 25.

It is recommended that one specific person at the City Hall be given the responsibility for administering the car pool and for strictly enforcing the existing regulations.





A check of the mileage on a randomly selected sample of pool vehicles shows that over a six-month period these cars were driven slightly more than 22 miles per working day. Personal observation of the vehicles at the car pool site over a period of 75 days revealed that at no time between the hours of 9 a.m. and 4 p.m. were there less than twelve cars on the lot. For these reasons it is believed that by a more judicious use of the pool cars, it is entirely feasible to reduce the number of them from 33 to 25 without inconveniencing legitimate users of these vehicles.

It is further suggested that as present vehicles are replaced, they should be replaced by compact cars both because of the lesser original cost, the continuing cost and because the gasoline shortage appears to be real and worsening.

8. The City should explore the possibility of leasing rather than buying "undercover" cars.

"Undercover" cars, acquired for use in police investigations, need to be changed periodically so that they cannot be "spotted" as police cars and they must "fit" into the situation for which they are being used. This means that the normal practice of keeping a car for three years or 50,000 miles is not acceptable for "undercover" cars.

It is recommended that appropriate city staff explore the feasibility of leasing cars for "undercover" use under an arrangement which would allow the police department to exchange cars as the occasion arises. It is believed that this is a more feasible and economic alternative to the present method of furnishing "undercover" cars.



It is possible that the policy of leasing vehicles for other than "undercover" work is feasible. The present high cost of maintenance of City cars may make it cheaper to lease cars under a maintenance agreement - especially compact cars.

9. The Superintendent of Inspection Services should act to reduce the ratio of reinspections to original inspections performed by personnel in his division.

The ratio of reinspection to original inspection is too large. If original inspections are more carefully and completely done, reinspections would not be needed so often. They normally are not very productive. It is recommended that the Superintendent move firmly to reduce this often wasteful practice.

10. The Superintendent of Inspection Services should take steps to strengthen supervision of the Conservation Unit.

This unit has not received adequate leadership or supervision. Staff is not producing at a level consistent with the needs of the community nor within their capabilities.

11. Incidental mileage paid to employees who on occasion use their own cars on City business should be increased to thirteen cents per mile.

In the face of constantly increasing costs of maintenance, gasoline, tires and insurance, it is apparent that the cost of driving a vehicle has gone up. It is recommended that a .13 rate be established. A quick survey of Bay Area jurisdictions supports this proposal.



12. Key Public Works Department personnel should receive training in the concept of Completed Staff Work.

A sampling of departmental memoranda was made to determine the extent to which memos written by key personnel to the Director covered the subjects contained in the memos, and the extent to which those memos offered sound alternative solutions to the problems raised in the memos.

It is clear that staff all too frequently were simply passing their problems on to the Director without having fully considered the problems involved or without having given careful thought to proposing alternative solutions to those problems for the Director's consideration.

For these reasons, it is recommended that key staff be given training in Completed Staff Work.

13. The Departmental Central Record System should be revised to provide for more complete records on particular subjects, for better retrieval and for more strict control of their use.

Complete files are not being maintained on particular subject matters. Related papers, memos, exhibits and documents are not always filed together for easy retrieval. More strict control over access to and re-filing of materials is needed.

It is believed that there is enough competence within existing staff to establish an efficient record-keeping system, as well as the controls necessary to maintain it. The Director should require that it be done.





14. An effective city-wide safety program should be established at the earliest possible time.

The City of Richmond is paying a compensation insurance premium in excess of \$300,000 annually. In addition, the City is now self-rated which means that the premium rate rests on the actual Richmond experience and that they will not benefit by state-wide experience rates. It is probable, therefore, that unless an effective safety program is established soon, the annual premium will continue to rise. Losses in recent years in the City of Richmond have fluctuated between 93 percent and 117 percent of the actual cost. The annual average number of claims processed to the State Compensation Insurance Fund is 215.

It is suggested that Richmond bring in an outside safety consulting firm to establish or assist in the establishment of an effective safety program. Such a program is a necessary element whether or not Richmond decides to be self-insured.

In view of the recently effective state laws (OSHA) relating to safety practices, it would be doubly prudent for the City of Richmond to act rather quickly. A reasonably good safety program, in addition to avoiding tragic accidents to employees, can save an estimated 25 percent of the present annual premium of more than \$300,000.

15. The Public Works Department should establish a uniform procedure for the receipt and resolution of citizen complaints.

The Director of Public Works is not being kept informed as to the number and kind of complaints which are received by the various divisions in his department. Nor does he know whether or not each is resolved.



It is recommended that a standard form be developed for each complaint received on which is recorded the name, telephone number and address of the complainant, the date, a brief description of the nature of the complaint, the date received, the name of the employee handling the complaint, and later, the date on which the complaint was resolved.

It is suggested that a monthly report be submitted to the Director by each division, showing the number of complaints received, the date of the complaint, the nature of the complaint, and the date the complaint was resolved. All unresolved complaints should be reported together with the information which has been accumulated to that date.

It is believed that no single division in the department is too busy to absorb this proposed procedure.

16. One position of Administrative Analyst should be established in the Office of the City Manager.

It is believed that the City Manager needs a staff assistant who can be used to assist operating departments to establish and maintain effective procedures in their operations, to insure that good management principles are being followed, to make preliminary reviews of proposed departmental budgets annually and to undertake special studies relating to the effectiveness of established programs or to more effective or economical methods of accomplishing the City's work.

17. The positions of Street Supervisor and Equipment Supervisor should be abolished when they become vacant.

It is recommended that the positions of Street Supervisor and Equipment Supervisor be eliminated as they become vacant because it is believed



that there exists ample supervision in the Operations Division without these positions. It is possible that the elimination of these positions, when they become vacant, will lead to more effective supervision and a more smoothly running organization because we believe that these positions represent an additional but unnecessary level of supervision.

18. The City of Richmond needs a new Service Center (Corporation Yard).

While it cannot be said - in the face of the fiscal problems presently confronting Richmond - that the acquisition of a new Service Center is of highest priority, it is believed that the City would reap decided benefits from such a new facility.

Presently, there are two corporation yards. The Public Works facility is contained on 1.72 acres. The Recreation and Parks Yard is .77 acres. The combined acreage is much too small to provide the desired working conditions, space and parking area for the employees, the rolling stock and equipment standard maintained at the two sites. The distance between is approximately 2.5 miles. Consequently, when Parks and Recreation rolling stock and equipment need servicing or repairs, much time is consumed bringing the equipment to the Public Works Yard for maintenance.

Historically, the experience clearly has been that when more than one corporation yard is established, there has been a tendency to acquire duplicate trucks, equipment, tools and personnel, which, if all these were at one center, probably would not be needed. Further, were all these trucks, equipment, tools and personnel at one site, economies of use could be effected which are not otherwise possible. Moreover, because this equipment is not under single control, disputes sometimes arise as to





who is to use a particular piece of equipment at a given time. Finally, central control and dispatching can reduce the need for duplicating certain kinds of relatively costly equipment.

Richmond has no central stores facility for warehousing those materials and supplies which are needed to keep its operations going. At present, each department takes care of its own. This system prevents economy of operation and does not offer the security and control needed to avoid pilfering and waste. A central stores would permit quantity purchasing with the prospect of joint or cooperative purchasing with the County and/or other governmental agencies. The potential for savings through such a facility warrants full consideration of a central warehouse in a new corporation yard facility.



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